

Core strategy



Contents

Section 1. Introduction	
1.1 What does this document do	
1.2 Area covered	
1.3 What is the definition of a tall building	
1.4 Structure of the document	
Section 2. Why we are considering tall buildings in the opportunity area	
2.1 Policy considerations for tall buildings	
2.2 What is our tall buildings policy	
2.2 Vision for Bankside, Borough and London Bridge	
2.3 How tall buildings can help us achieve this vision	
2.4 How tall buildings can have a negative impact	
2.5 What is the existing context for tall buildings in and around Southwark	
2.6 Density in Southwark	
2.7 Our approach to ensure that tall buildings are located in the right place	
Section 3. Urban design analysis	
3.1 Urban design considerations that would support tall building development	
3.1.1 Proximity to major public transport hub	
3.1.2 Gateways, junctions of major roads or points of civic or local significance	
3.1.3 Existing scale of development and approved tall building proposals	

3.1.4 Vision, vibrancy and life	
3.1.5 Potential for new open space and public realm	
3.2 Urban design considerations where tall buildings would be sensitive	
3.2.1 Topography	
3.2.2 Strategic views	
3.2.3 Setting and views of the World Heritage Sites	
3.2.4 Important Local Views	
3.2.5 Archaeological Priority Zone and scheduled monuments	
3.2.6 Conservation Areas	
3.2.7 Listed buildings	
3.2.8 Historic parks and gardens, open space and the river	
3.2.9 Thames Policy Area	
Section 4. Conclusions	
4.1 Areas that would be appropriate for tall buildings	
4.2 Areas where tall buildings would not be appropriate	
4.3 Sensitivities for tall building development	
4.4 Further studies	
Appendices	
Appendix 1. Reference List	

Section 1: Introduction

1.1 What does this document do

This document sets out the approach and analysis to establish the suitable locations for tall buildings in Southwark.

It covers the following topics:

- Why we are considering tall buildings in Southwark
- Vision for Southwark
- How tall buildings can help achieve the vision
- Methodology to determine appropriate locations for tall buildings
- Urban design constraints and opportunities for tall buildings
- Appropriate locations for tall buildings

This document supports the Core Strategy (CDCS1) Strategic Policy 12.

This document should be considered alongside the Core Strategy: Borough-wide Tall Building Background Paper (CDB11) and Core Strategy: Bankside, Borough and London Bridge Opportunity Area - Tall Building Research Paper (CDD2).

Figure 1 shows the relationships of these documents:

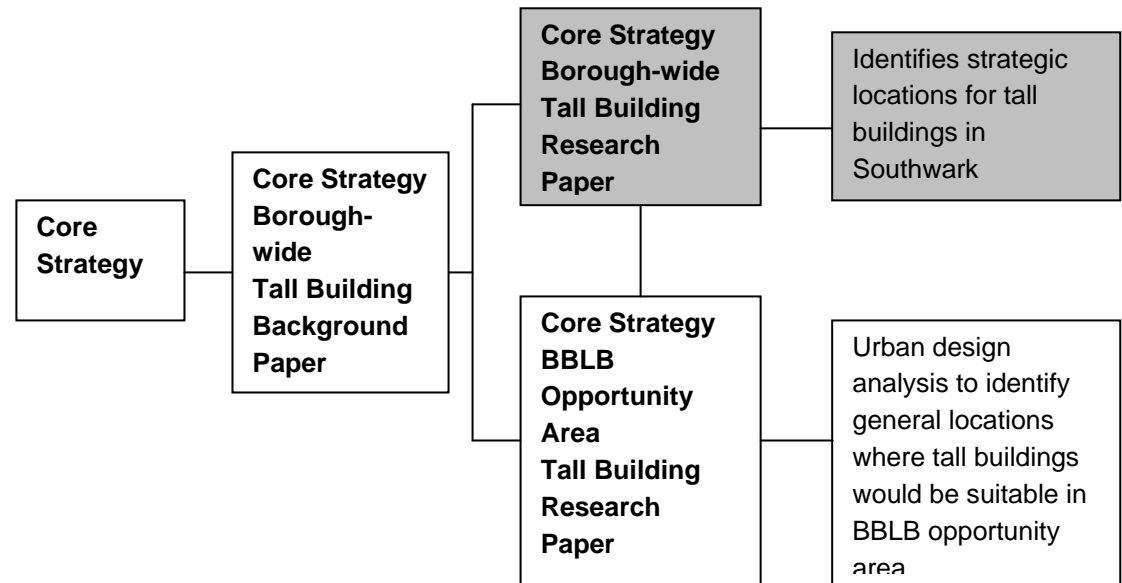
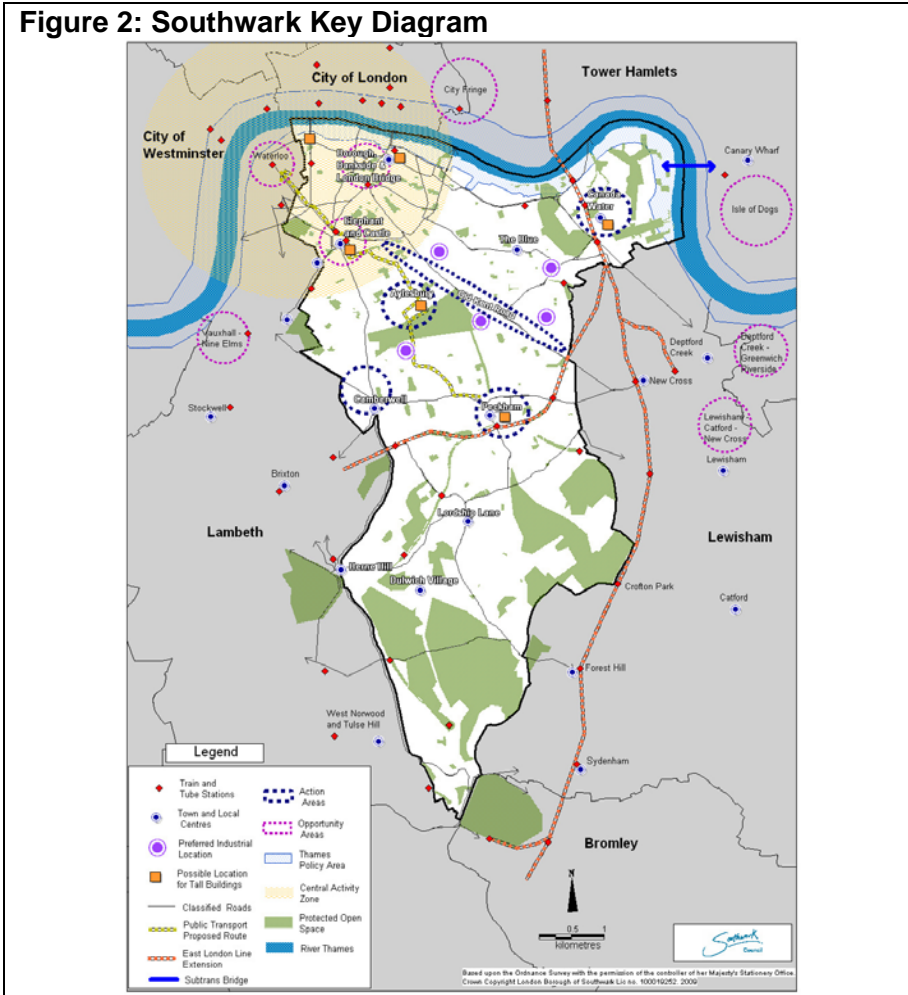


Figure 1: Relationship of documents

1.2 Area covered

This document covers the whole of Southwark. Figure 2 shows a map of the area covered.

Figure 2: Southwark Key Diagram



1.3 What is the definition of a tall building

Strategic Policy 12 of the Core Strategy (CDCS1) provides the following definition:

Fact Box: Tall buildings

Tall buildings are those which are higher than 30 metres (or 25 metres in the Thames Policy Area). 30 metres is approximately the height of a 10 storey block of flats or a 7-10 storey office building. In areas which have a low scale character, any building that is significantly higher than surrounding buildings will be regarded as a tall building even if it is lower than 30 metres.

1.4 Structure of this document

- Section 1 sets out the role and purpose of the study and the definition of a tall building.
- Section 2 explains why we are considering tall buildings in Southwark and the policy considerations for tall buildings and approach to the study.
- Section 3 sets out the urban design analysis
- Section 4 summaries the conclusions of the urban design study and how this leads onto further tall building studies.
- The appendices provide documents referenced for the study.

Section 2: Why we are considering tall buildings in Southwark

2.1 Policy considerations for tall buildings

Some areas are sensitive to tall buildings because they are not very built up, are covered by conservation areas or do not have good public transport access.

The emerging Core Strategy and supporting documents will provide more detailed information on the policy framework for tall buildings.

The key national, regional and local policies which have influenced the emerging strategy are listed in Core Strategy: Tall Building Background paper

Of particular relevance to this study are the following policy and guidance documents:

CABE and English Heritage Guidance on Tall Buildings (CDN25)

- Advises that in the right place tall buildings can make positive contributions to places.
- Tall building development can provide a positive contribution to an area, however there are also potential negative impacts of tall building development.
- In order to determine where tall building development would be suitable a comprehensive urban design analysis of the local character and historic context should be prepared.
- Tall building proposals should be tested in a three dimensional model to assess the potential impact on the local context.

London Plan (CDR1)

- Indicates the Mayor's approach to the location and design considerations for tall buildings.
- Establishes that there are suitable locations for tall buildings, which may include parts of the Central Activity Zone (CAZ) and

Opportunity Areas (OAs). However there are also areas that are likely to be sensitive to tall building development that could affect the local character.

- Tall building developments should aim to meet a series of design requirements to ensure that they are positive and successful contributions.
- Designates strategic views important to London.
- Tall building development may be inappropriate where it will have an adverse impact on these views.
- The consultation draft replacement London Plan (CDR2) has shifted the emphasis away from promoting tall buildings towards the careful management of the planning and design of tall buildings. This also re-establishes the London View Management Framework for the protection of views of strategically important landmarks including the World Heritage Sites (WHS).

London View Management Framework Supplementary Planning Guidance (CDR42 & CDR13)

- Identifies and maps the strategic views identified in the London Plan and sets out how they will be protected and how the impacts of new development will be tested.
- Tall building development located within a strategic view should provide a comprehensive analysis of the potential impact of the massing in the view.
- The Draft Revised London View Management Frameworks SPG (CDR13) has refined the strategic views to provide improved protection for the World Heritage Sites and provide more clarity to the document.

2.2 What is our tall building policy

Strategic Policy 12 of the Core Strategy (CDCS1) identifies our approach to tall buildings in Southwark:

Our approach is

Development will achieve the highest possible standards of design for buildings and public spaces to help create attractive and distinctive places which are safe, easy to get around and a pleasure to be in.

We will do this by

- Expecting development to preserve or enhance Southwark's historic environment, including conservation areas, archaeological priority zones and sites, listed and locally listed buildings, registered parks and gardens and scheduled monuments.
- Carefully managing the design of development in the Thames Policy Area so that it is sensitive to the many special qualities of the River.
- Making sure that the height and design of development protects and enhances strategic views and is appropriate to its context and important local views.
- Requiring tall buildings to have an exemplary standard of design and make a positive contribution to regenerating areas and creating unique places. Appropriate locations where tall buildings could go are in London Bridge, the northern end of Blackfriars Road, Elephant and Castle and action area cores.
- Continuing to use the Southwark Design Review Panel to assess the design quality of development proposals.
- Requiring Design and Access Statements with applications and encouraging Building for Life Assessments and heritage impact assessments.

We are doing this because

- Southwark has many places with their own unique character and it is important that development adds positively to this.
- The central activities zone is a setting for activity and large scale development including tall buildings which give Southwark and London a distinct skyline.
- Areas such as London Bridge will be transformed by regeneration programmes and major new development.
- Areas in the middle of the borough around Bermondsey are characterised by lower-scale development.
- Protecting and enhancing the character and historic value of places are important issues identified in the sustainability appraisal.
- The height and scale of development is an important consideration in creating attractive and distinctive places. Tall buildings when located in the right place can help make the best use of land and signify the regeneration of an area. In the wrong locations tall buildings can have an adverse impact on the surrounding area.
- There are a number of strategic views to and across Southwark. It is important that new buildings do not block these views or make them less attractive.

2.3 Vision for Southwark

Section 3 of the Core Strategy (CDCS1) establishes our vision for Southwark, and Section 4 details our approach and vision to improve the different areas in Southwark.

The vision for the borough identifies that the major focus for development and regeneration in the borough will be in the growth

areas, mainly opportunity areas and action area cores of Bankside, Borough and London Bridge and Elephant and Castle, Aylesbury, Canada Water, Camberwell, Peckham and Nunhead. We will improve our other unique areas to strengthen their local characteristics for the other areas including Bermondsey, Nunhead, East Dulwich, Herne Hill, Lordship Lane and Dulwich Village / West Dulwich.

2.3 How tall buildings can help us achieve this vision

Tall buildings can offer unique opportunities and benefits to the borough including:

- **A landmark for Southwark**
As the opportunity area is located along the river front and forms an entrance to Southwark from the City, new tall buildings of exemplary architecture such as the Shard, can provide identifying landmarks that will be clearly visible from far away, raising the profile of the area and adding interest to the skyline.
- **Focus for regeneration**
New tall buildings can act as a stimulus for regeneration by unlocking the potential of an area and increasing its attractiveness for investment.
- **Benefits of investment in the area**
Tall buildings can help draw visitors and major companies into an area who will spend money in the economy. They require large amounts of investment and construction which will benefit the local economy. As they are such major developments they also act as catalysts for major investment in infrastructure, public realm, transport and community facilities.
- **Provide new and improved public realm opportunities**

Tall buildings provide the opportunity to release land for new public realm opportunities and provide investment in the existing public realm.

2.4 How tall buildings can have a negative impact

As with all building types tall buildings can provide positive and negative contribution to the urban environment, unfortunately as tall building schemes are often high profile proposals and visible in the public realm, their failures can be more obvious.

Poor appreciation or consideration of the local and historic context, or poor design can lead to tall buildings being located in the wrong locations and could prove overbearing and out of character, or repeat the failures of the past.

New intense development can attract more people to an area, which can have a detrimental impact on local public transport in an area. New tall building development should aim to be located in proximity of a major public transport hub that has the capacity to accommodate an increased numbers of users.

Design should also consider the potential negative impact on microclimate and environment, to minimise potential impact such as overshadowing or overlooking of local amenity space, wind tunnel effects, noise, interference to aviation, navigation and telecommunication, run off, reflected glare, high energy consumption and carbon emissions.

2.5 What is the existing context for tall buildings in and around Southwark

Southwark is located on the Thames close to the major inner city development areas across the river to the north in the City Fringe areas in City of London, Hackney and Tower Hamlets and to the adjacent borough of Lambeth along the river to the west. The commercial centre of the Isle of Dogs in Tower Hamlets is located across the Thames to the east.

Tall buildings in Southwark

In Southwark there has been a general focus for tall building development around the riverfront areas, major transport interchanges, town centres and around 1960s and 70s housing estate developments.

The riverfront areas of Blackfriars Road, Bankside and London Bridge provide an established height for buildings fronting the river with a number of prominent buildings visible on the skyline including Tate Modern, Kings Reach Tower, Guy's Hospital Tower and New London Bridge House.

London Bridge has become a focus for new tall building development, with the Shard of Glass, currently under construction, which at 306 metres, will form a new pinnacle within the existing cluster of tall buildings around London Bridge station and Guy's Hospital and will redefine the skyline of the area.

Blackfriars Road and Bankside have also seen a number of consents for tall buildings applications, including No 1 and No. 20 Blackfriars Road, Neo Bankside and a new proposal for an extension for the Tate Modern shows continued interest for development.

The transport hub of Elephant and Castle sees a number of tall commercial and residential buildings focused around the train station. The proposed regeneration in the area will see the replacement of the existing Heygate Estate and shopping centre to provide a new retail and residential development also providing a focus for new tall building development in this area. There have also been a number of other tall building proposals consented in the area, including Strata tower which is currently under construction.

There are a number of other locations where tall buildings are found, generally in the form of 1970s housing estates, such as on the Aylesbury. Regeneration proposed for the Aylesbury will look at

rectifying the mistakes of the past with new scale of residential housing with new public realm and open space.

Other tall buildings are located generally around the town centres, including a few taller elements at Peckham and Canada Water, though these would only be features in the local area and not features on the skyline.

Tall buildings around Southwark

Adjacent to Southwark the existing riverfront development along the Thames in the neighbouring borough of Lambeth, including the Oxo Tower, and the development focus around Waterloo, with the cultural focus of the South Bank and London Eye, has seen additional approvals for tall buildings including Doon Street at Waterloo Station.

Across the river to the north the strategically important landmark of the Tower of London along with Tower Bridge provides a focus for cultural activity along the north bank across from London Bridge. The strategically important St Paul's Cathedral is located across the river opposite Bankside and the Tate Modern.

The important cluster of tall buildings in the City of London form a distinctive element in the skyline in the backdrop of the riverfront development, with landmark buildings of St Paul's Cathedral, and taller buildings of 30 St Mary's Axe and Tower 42 and new tall buildings emerging in this location and providing a context for tall building development south of the river. Other iconic buildings appear in the backdrop such as the Barbican Towers and Centre Point.

Across the river to the east of Canada Water on the Isle of Dogs is the tall building cluster of primarily commercial buildings at Canary Wharf, which are a prominent feature on the London skyline.

Figure 3 shows how the borough relates to the strategic locations of tall buildings clusters in London.

Figure 3: Strategic locations for tall buildings in London



2.6 Density in Southwark

Strategic Policy 5 of the Core Strategy (CDCS1) identifies 3 different density ranges for both residential and non-residential development in the borough. These are:

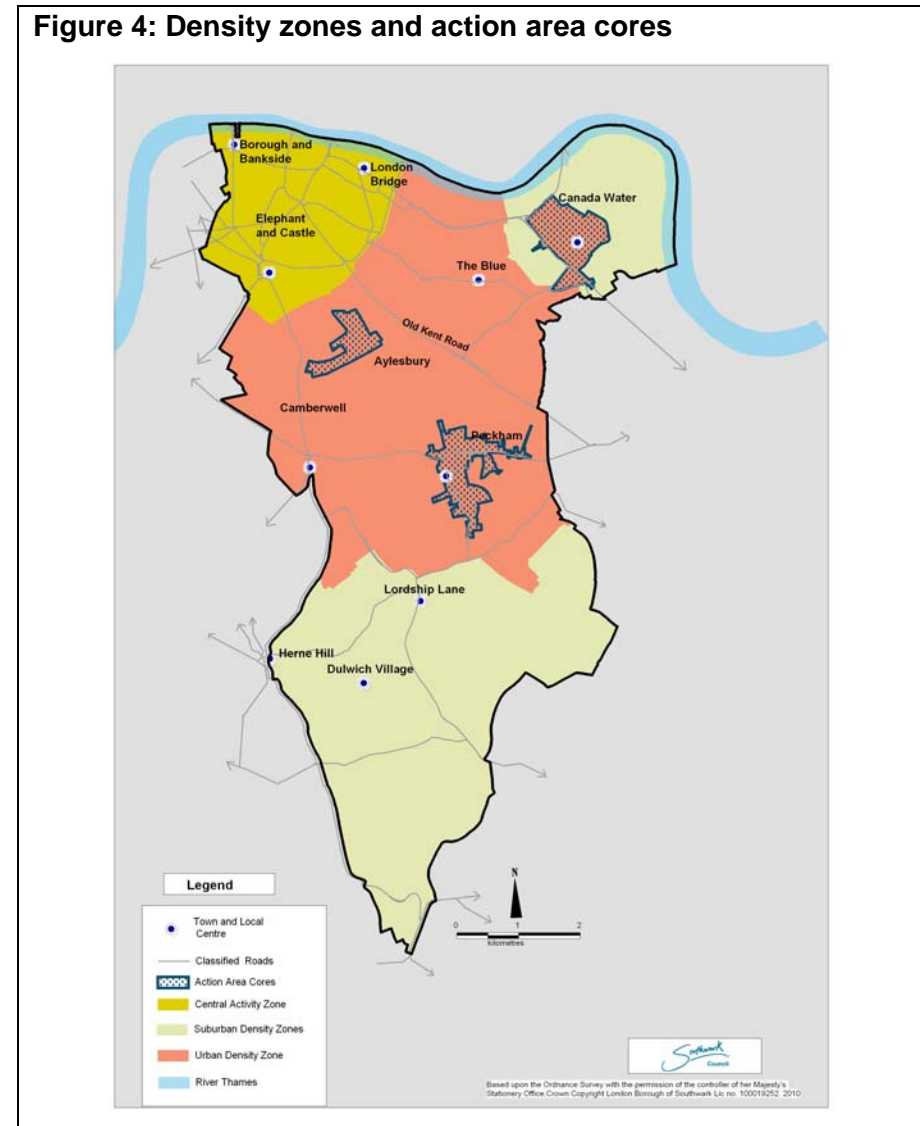
- Central Activities Zone
- Urban Zone
- Suburban Zone

Within the action area cores the maximum densities may be exceeded when developments are of an exemplary standard of design.

We would only expect tall buildings to be appropriate within the Central Activity Zone and Action Area cores.

Figure 4 shows the density zones and action area cores in the borough.

Figure 4: Density zones and action area cores



2.7 Our approach to ensure that tall buildings are located in the right place

To ensure that tall building development is located in the right place we have followed the approach suggested by CABE and English Heritage in their Guidance on tall buildings (CDN25), to consider urban design analysis of the historic character and local context of the borough. This analysis will help us to determine the constraints and opportunities of tall building development to help understand where tall buildings would be appropriate, inappropriate or sensitive and ensure that new tall building development preserves or enhances the significance of the historic environment and heritage assets, in accordance with Planning Policy Statement (PPS) 5 (CDN103):

- **Evaluation of historic context**
This includes preparation of conservation area appraisals and analysis and mapping of historic buildings and features.
- **Evaluation of the existing local character**
This includes the preparation of character area appraisals and analysis and mapping of local character, features or constraints.
- **Evaluation of the urban design opportunities**
This includes opportunities identified in the production of the character area appraisals and background research for the Bankside, Borough and London Bridge SPD.
- **Identification of suitable locations for tall buildings**
From the urban design analysis we can conclude where tall buildings would be appropriate, inappropriate or sensitive.

The following section includes an overview of the analysis conducted to enable us to identify areas where tall buildings would be suitable in the borough.

This is a borough-wide analysis and general overview of the considerations for the borough as a whole. Further analysis of specific areas and their local considerations affecting the location and design of tall buildings can be found in area specific policy documents, background research papers, conservation area and character area appraisals.

Figure 5 shows our approach to the study and the levels of urban design analysis:

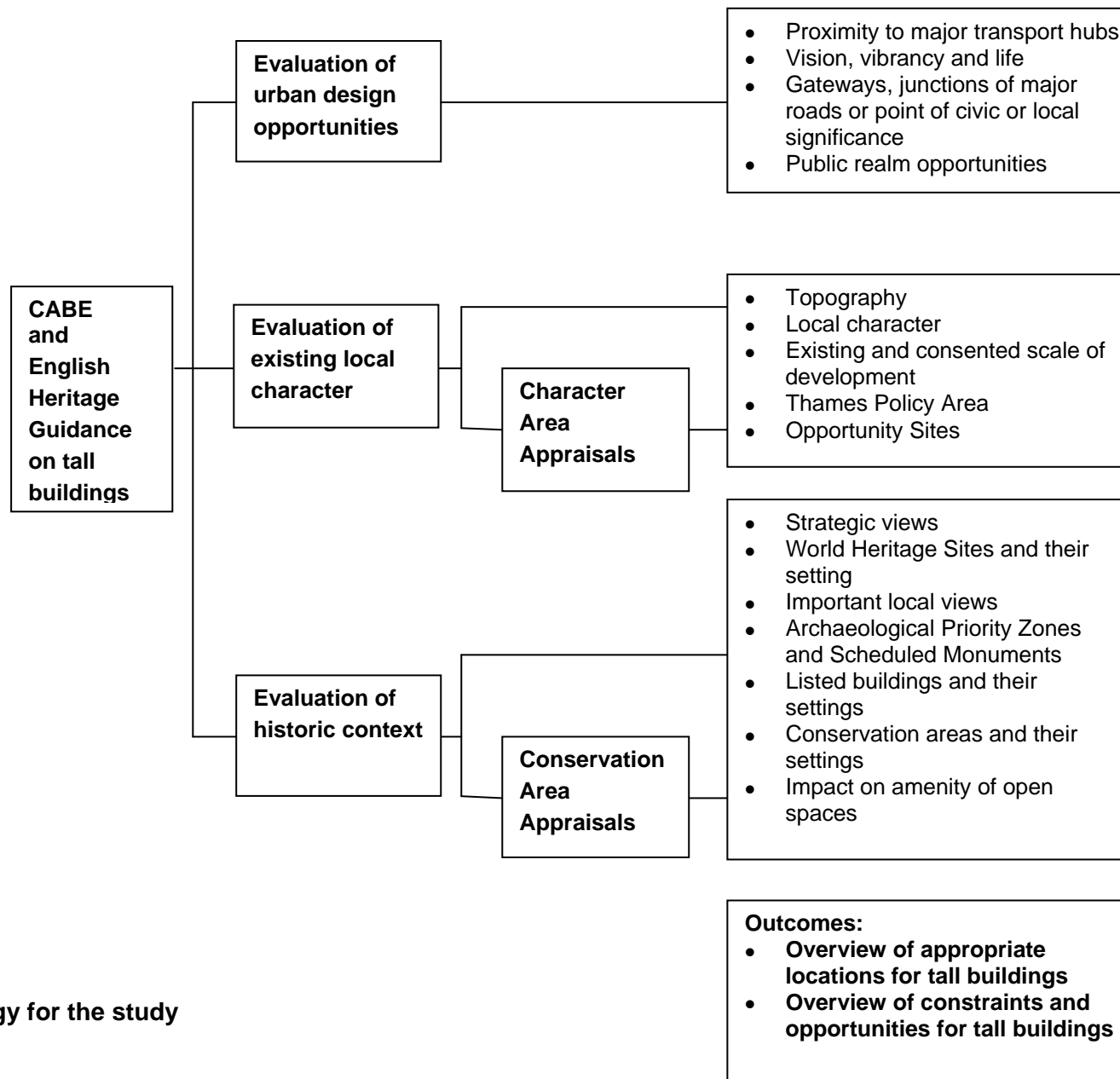


Figure 5 : Methodology for the study

Section 3: Urban design analysis

3.1 Urban design considerations that would support tall building development

The following are urban design considerations and opportunities that would establish locations which would support tall building developments. These considerations would assist in refining where tall buildings would be more suitable in the opportunity area.

These considerations reflect those indicated in the Southwark Plan (CDL1) Policy 3.20 and draft replacement London Plan (CDR2) Policy 7.7 which provide considerations that ensure that tall buildings are located in the right place.

3.1.1 Proximity to major public transport hub

Tall buildings allow for more intensive use of land so when they are poorly located they can have a negative impact on an area by attracting more people to an area than local infrastructure can cope with. New tall building development should aim to be located in proximity of a major public transport hub that has the capacity or potential to accommodate increased numbers of users.

There are a number of major transport hubs located within the borough. These hubs are primarily located in the main growth opportunity areas and actions area cores, with existing major hubs found at:

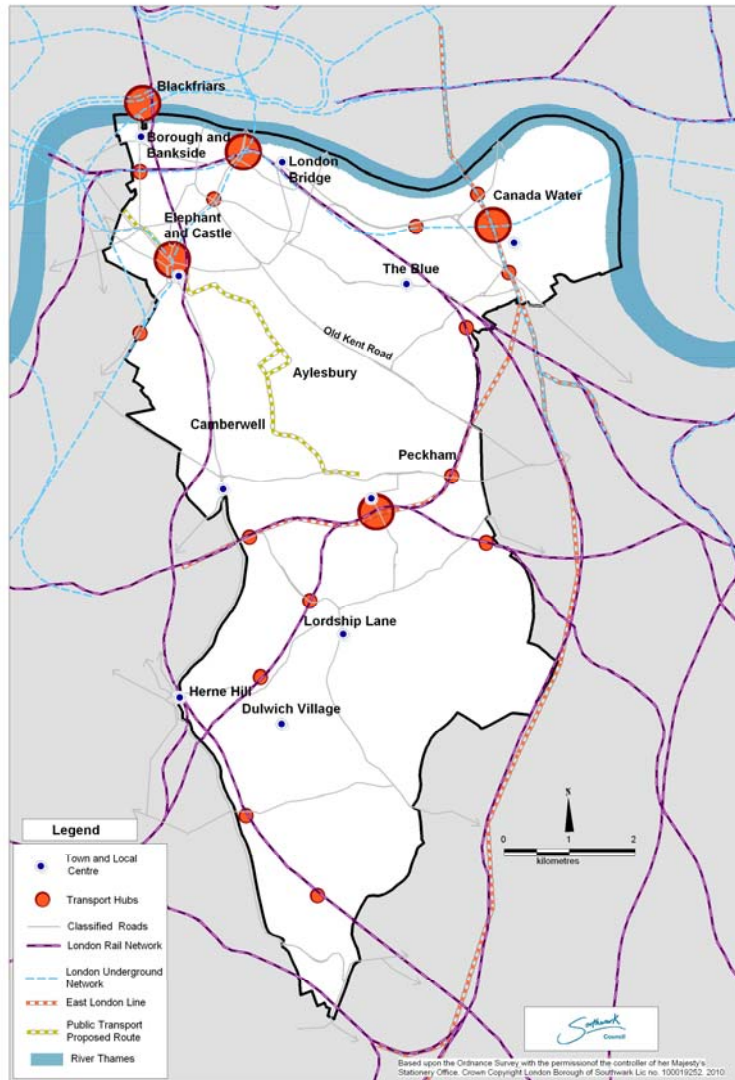
- London Bridge
- Elephant and Castle
- Canada Water
- Peckham

There are the following improvements currently underway and additional proposed improvements to the public transportation network including:

- Thameslink improvements and Jubilee Line upgrade making London Bridge Station one of the most important transport hubs in the capital.
- Upgrade to the railway, tube station and bus interchange at London Bridge
- Blackfriars Station redevelopment providing a new entrance on the South Bank at Blackfriars Road North.
- Upgrades to East London Line linking to Peckham and Canada Water.
- Maintenance and capacity improvements to Northern, Jubilee and Bakerloo Lines
- Proposed public transport corridor linking Elephant and Castle, Aylesbury and to Peckham.

Figure 6 shows the existing public transport network and the proposed improvements.

Figure 6: Transport connections



3.1.2 Gateways, junctions of major roads or point of civic or local significance

Tall buildings will become a prominent feature in an area and likely to be visible on the skyline. New tall buildings provide an opportunity to become new landmarks on the skyline or in an area and more suited in locations where they can emphasise a point of civic or visual significance. These locations could be main gateways to the borough, locations where buildings are prominent when viewed from the river, along a main thoroughfare or at junctions of major roads.

There are a number of gateways and major junctions that can be identified in the borough including:

- Bankside, Borough and London Bridge opportunity area is a major gateway and entrance to the borough with links across the River Thames to the City to the north.
- Elephant and Castle is located at a major gateway location with a major junction point joining major roads leading from the north of the borough to the south.
- The Canada Water basin is a point of local significance
- Major junctions are located at the town centres of Peckham and Canada Water
- Proposed Aylesbury Action Area masterplan has identified a new major junction at Thurlow Street and Albany Road, with the renewed Albany Road frontage to Burgess Park becoming a prominent new street frontage in the area.

3.1.3 Existing scale of development and approved tall building proposals

Tall buildings can be overbearing and out of character when there is little consideration of existing scale and character of the local context and historic environment. New tall building development should be of an appropriate scale and character to the surroundings to ensure that buildings do not dominate or repeat the mistakes of the past or prove detrimental to the preservation of the significance of heritage assets and their setting as well as the wider historic environment.

Southwark is an inner city borough that covers a range of different types of area. The borough includes areas of open space, leafy suburbia, fashionable riverside flats, Victorian terraces, modern offices, some of which have significant historic value and are located within conservation areas and their setting. The existing scale of development is shown in figure 7.

Heights and scale of development in the area differ greatly from the north which is more urban, with riverfront modern commercial development through to the suburban terraced houses of the conservation areas further south in the borough. The existing range of height in the borough is indicated in figure 8.

Generally where there are existing heritage assets or areas of historic significance the special interest of these elements needs to be considered within the context of the local character, scale and height of development within the area. For example where a conservation area lies within an existing urban context which includes surrounding modern development, this would have a different character and setting to that of a conservation area such as those further south in the borough which are of a suburban scale and often consist of rows of terraced houses. Therefore in considerations of the impact of building heights on the historic environment in these areas, the character and setting of the existing context should be taken into account.

Currently there have been a number of applications for tall buildings approved in the borough within the Central Activity Zone and town centres. These include:

- New tall buildings at London Bridge including the Shard of Glass, which is currently under construction and proposed London Bridge Place and commercial office for London Bridge Station.
- Proposed cluster of tall buildings at the north end of Blackfriars Road including No. 1 and No. 20 Blackfriars Road and proposed redevelopment of Kings Reach Tower.
- Neo-Bankside development at Bankside.
- A number of tall building proposals focused around Elephant and Castle, including Strata Tower currently under construction, the proposed Oakmayne Plaza.
- Site A proposal at Canada Water.

Other areas in the borough can be generally summarised as consisting of the following:

1. Areas of predominantly Victorian or older terraces largely uninterrupted by later development – e.g. East Dulwich, Nunhead
2. Areas dominated by late twentieth century social housing of various typologies (often including small pockets of surviving Victorian or older housing) including:
 - High rise estates and estates of mixed typology including high rise – e.g. Four Squares, Kipling Estate, Dawson's Heights
 - Mixed medium and low rise estates
 - Low rise (2-3 storey) estates – some dating from the later 1970s and 1980s as a reaction to what was seen as the high-rise mistakes of the 1960s and 1970s – e.g. Cherry Gardens, Park Street

3. Areas with a mix of Victorian terraces with a significant amount of later redevelopment interspersed among them – e.g. west Walworth, north-west Camberwell
4. Inter-war suburban type development of detached, semi-detached and terraced housing usually with relatively large front and back gardens – e.g. parts of Dulwich (much of which is covered by conservation areas)
5. Town centres with 2 – 4 storeys of flats, offices or other uses above shops following main roads, varying ages but generally following established pattern of original typically Victorian development – e.g. Walworth Road, Peckham, Herne Hill
6. Industrial areas – Old Kent Road

The areas of largely uninterrupted Victorian terraces cover significant parts of the borough with the largest continuous areas in East Dulwich, Nunhead, Herne Hill and some parts of Camberwell north of Camberwell Church Street and Peckham Road. They typically consist of two storey terraces with some three storey terraces with rear gardens and small front areas.

In these areas opportunities for infill development often arise, especially on the sites of industrial and other commercial buildings. Where development takes place, in accordance with other policies and objectives of the council, there would be an expectation that land would be used to its full potential which may involve infill development slightly taller than its surroundings. In such areas buildings may begin to be considered as tall at somewhat less than 30 metres (approx 10 storeys) and often buildings lower than 20 metres in height may be unsuitable.

The reasons for such buildings to be considered unsuitable include:

- They disturb the attractive character of the area formed by consistent building heights
- They make the area less legible

- They are likely to cause problems of overlooking and reductions in sunlight and daylight in already densely developed areas
- Such areas are often, due to their lower levels of public transport accessibility, not appropriate for higher density development

Outside the central area, the former docklands, the areas of Victorian housing referred to above and the low density suburbs of Dulwich, much of the rest of the borough could be said to be dominated by late twentieth century social housing of various typologies. These areas contain a wide range of building types and, as a result, a wide range of different townscapes. These include point blocks surrounded by communal open space and vehicle circulation, deck access medium and high rise blocks with segregation of pedestrians and vehicles, inter-war medium rise 'walk-up' blocks and numerous other types.

Many of these areas contain a mix of these building types together with pockets of remaining Victorian terraces or other older buildings. As a result, many of these areas have very poor legibility. In many cases they are also characterised by low cost materials and finishes and may have some particular design defects such as poor security and low energy efficiency.

Many such areas do not make efficient use of land and can be of lower density than would now be considered suitable for that context. Some such areas may be redeveloped particularly as part of estate regeneration schemes, to provide more attractive forms of development that make better use of space and to improve residential amenity. Where redevelopment takes place, the existence of tall buildings will not, in itself, justify further tall buildings. There will normally be an expectation that an appropriate form of development will:

- Create better integration with the surrounding context in by relating to existing urban grain, scale of buildings and density of development;

- Provide more legible arrangements of streets and open spaces removing problems caused by uncoordinated arrangements of vehicle segregation and communal open space;
- Responding to specific local housing needs with appropriate housing types and tenures;
- Addressing opportunities such as proximity to transport hubs, community services and shopping areas.

Figure 7: Scale of development

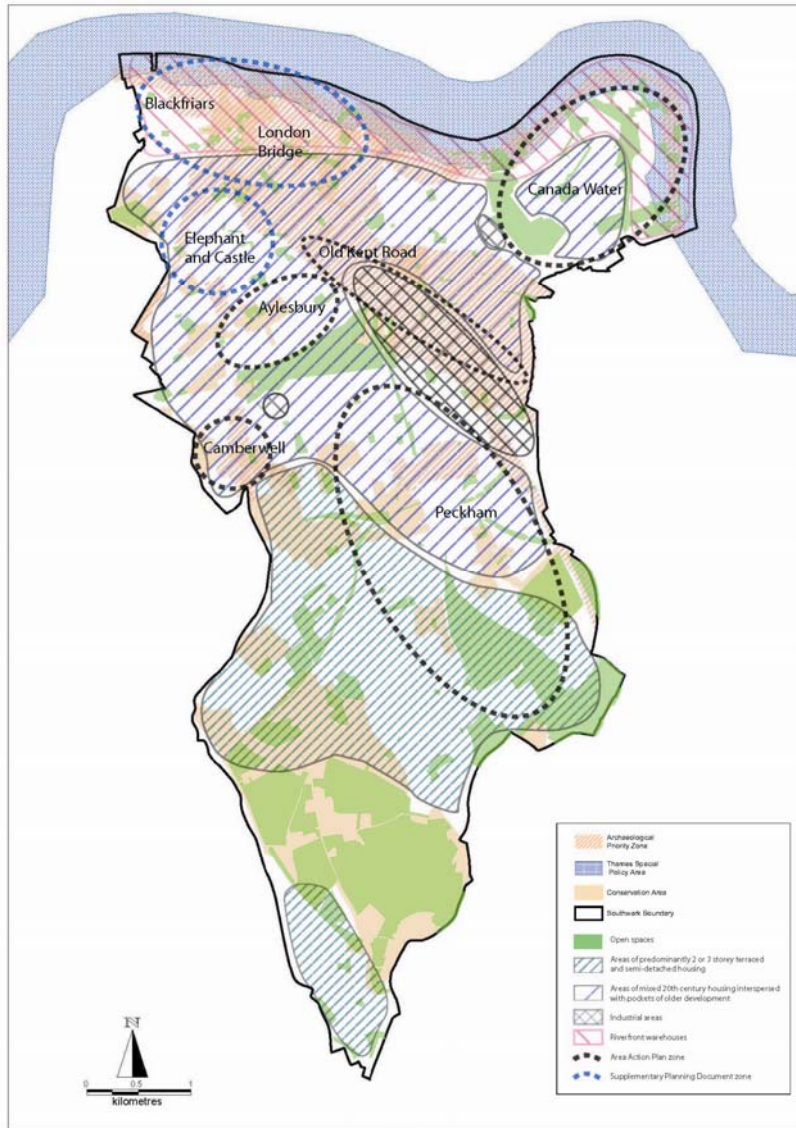
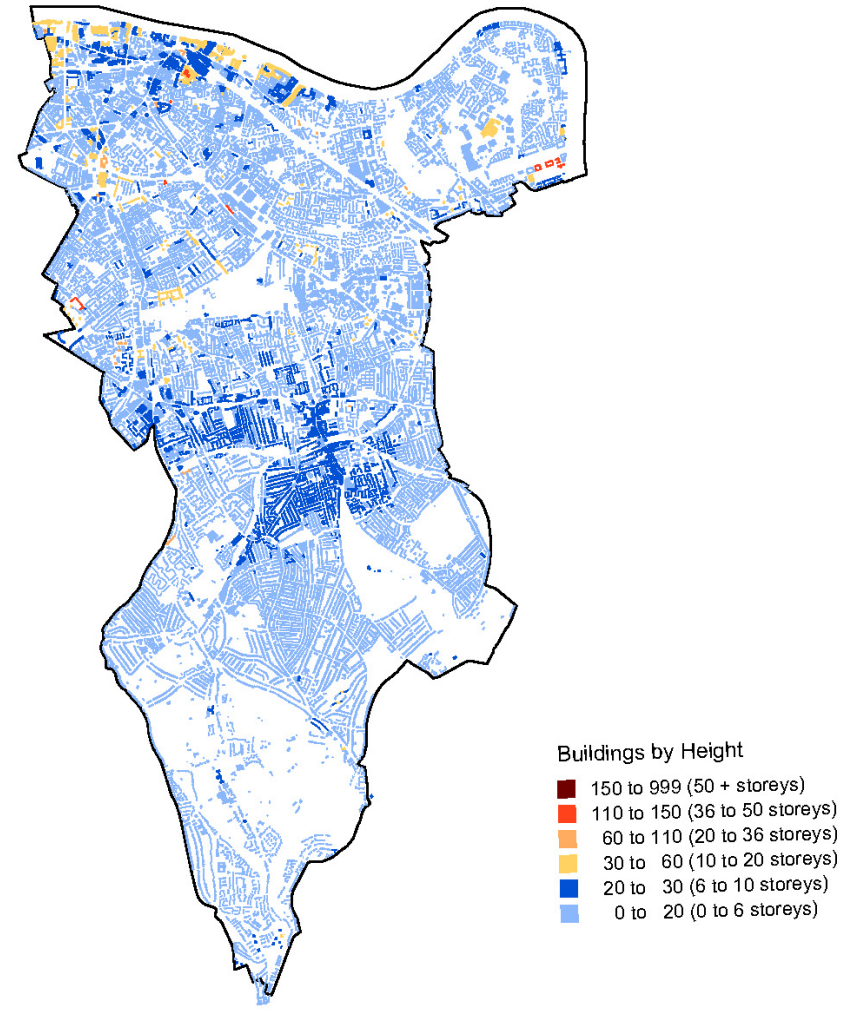


Figure 8: Indicative existing building heights



3.1.4 Vision, vibrancy and life

Tall buildings provide an opportunity to allow a significant mix of uses. The vision for the area identifies potential focus for regeneration and activity in the opportunity area which would suit new large scale intense development.

Section 3 and 4 of the Core Strategy (CDCS1) sets out the vision for the borough and individual areas which is summarised in section 2.3 of this document.

3.1.5 Potential for new open space and public realm

Tall buildings can fail when there is little or no consideration of the design of the way they meet the ground. Well delivered and successful tall buildings provide the opportunity to release land for new public realm opportunities and provide investment in the existing public realm.

New tall building development would be best suited in areas where they can contribute to enhancing the public realm or improving the permeability of the area.

Redevelopment focused on the growth areas has generally included a provision for new or enhanced public realm improvements. Public realm improvement opportunities include the potential for:

- Enhanced public realm and streetscape around Bankside, Borough and London Bridge
- New public open space and public realm for the Elephant and Castle
- New public realm and green space for Aylesbury
- New town centre public realm at Canada Water
- Enhanced streetscapes and new public spaces at Peckham

3.2 Urban design considerations where tall buildings would be sensitive

Set out below are the sensitivities which could provide potential constraints for new tall building development.

3.2.1 Topography

Tall building development which is significantly taller than the surrounds will form a prominent new landmark on the skyline which is often visible from afar. New development should consider the relationship and height of development within the wider and local context and any potential impact on strategic or important local views in relation to the city's topographical land form.

Southwark has a varied topography, rising up from the tide line of the River Thames and lower areas at the north end of the borough, such as Bankside, Borough, London Bridge, Rotherhithe and Canada Water, towards the higher points along the southern edges of the borough including One Tree Hill and Dawson Heights. These high points offer the opportunity for elevated views across the borough towards the river and central London. The topography then drops away from these high points, further to the south, east and west into the neighbouring boroughs of Croydon and Bromley.

Across the river to the north, the land form rises up into the City and Tower Hamlets, with the northern most parts of the borough lying at a considerable lower elevation than this area. The strategic landmark of St. Paul's Cathedral is therefore located in an elevated position visible on the skyline particularly when viewed from the south. As several strategic views of the Cathedral cross this area, when viewed from the south, the cathedral is elevated as the focus of the view, with parts of the borough such as London Bridge and Canada Water sitting lower in the foreground. When viewed from

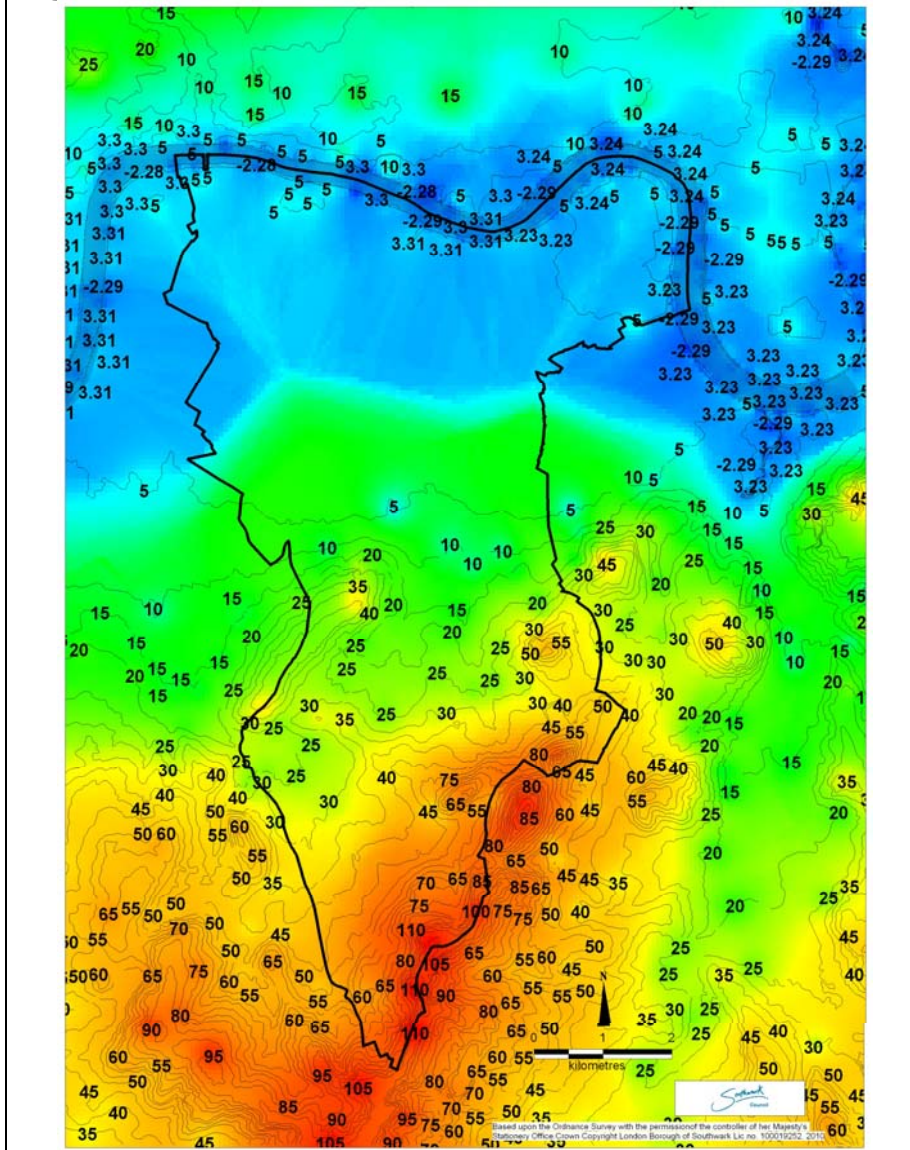
the north, the cathedral is visible with the northern most parts of Southwark sitting lower in the backdrop of the view.

With the land rising up to the north in Tower Hamlets, when approaching the Tower of London World Heritage Site from the north this provides elevated views south towards the Tower with parts of Southwark visible in the backdrop of these views.

The higher north bank and bridges across the river also provide elevated locations offering river prospect views of the riverfront development on the south bank.

Figure 9 shows the natural topography of the borough.

Figure 9: Topography



3.2.2 Strategic Views

Tall building development would be sensitive when located in a strategic view. The London View Management Framework SPG (CDR42 & CDR13) provides more detailed guidance on how the views will be protected and how the impacts of new development will be tested.

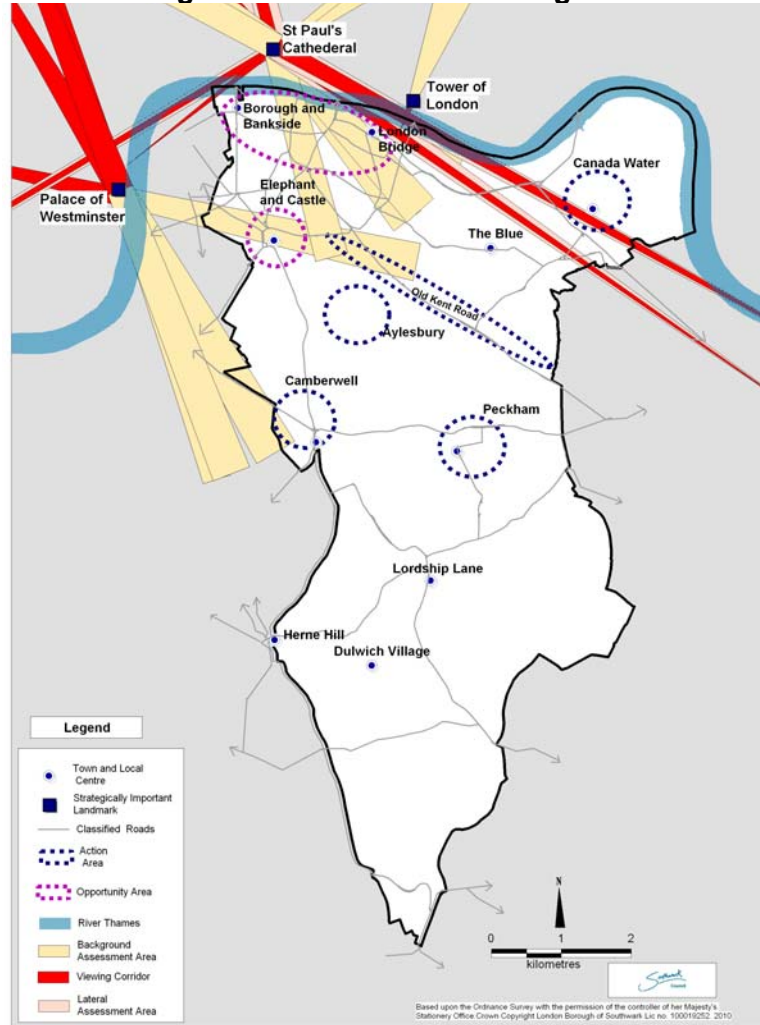
There are a number of strategic views which impact on the northern part of the borough, with landmark viewing corridors, river prospect and townscape views which could be affected by development over areas that include the Bankside, Borough and London Bridge and Elephant and Castle Opportunity Areas, and the Canada Water Opportunity Area.

3.2.3 Setting and views of the World Heritage Sites

Tall buildings would be sensitive when located in the setting or within views of a World Heritage Site. New development should consider the setting of the Tower of London and Palace of Westminster as designated in a World Heritage Site Management Plan or assessment of the setting of the site. This would include assessment of the effect of development on views of and from the World Heritage Site as identified in the London Plan, the management plan or assessment of the setting or with local authority planning documents.

Figure 10 shows the strategic views that impact on the borough and the strategically important landmarks as identified in the London Plan.

Figure 10: Strategic Views and World Heritage Sites



3.2.4 Important local views

Section 3.2.2 and 3.2.3 set out that tall building development should consider strategic views and views of the World Heritage Sites. As set out in Section 3.2.1 the topography of the borough also provides a variety of locations which offer views across the borough and are of more local importance.

These could be views that contribute significantly to our ability to recognise and appreciate the image and built environment of the borough and wider London. These can help us find our way around.

Other broader or more general views also allow an appreciation of the local setting and character of an area, and contribute to the enjoyment of open spaces and the appreciation of local landmarks, historic areas and open spaces.

These could include wider views across the borough and also views of the historical environment and heritage assets such as those to or from conservation areas or views of listed buildings. These considerations are explored in more detail in Sections 3.2.6 and 3.2.7.

There are locations in the borough which offer panoramic views across Southwark and the surrounds, often with important landmarks visible on the skyline. Some examples are the views from the high points of One Tree Hill and Dawson's Hill where St. Paul's Cathedral or the Palace of Westminster are clearly visible in the view.

Other streets and spaces offer more focused, linear views which provide a framed view of a landmark or location, such as the framed view of St Paul's Cathedral from Nunhead Cemetary, the axial view of the dome of St. Paul's from along Camberwell Road, or the view

of Tower Bridge when approaching along Tower Bridge Road from the south.

The bridges across the River Thames also provide river prospect views of the south bank, both up and downstream, when approaching the borough from the north.

3.2.5 Archaeological Priority Zone and scheduled monuments

Tall building construction would be sensitive when located in the Archaeological Priority Zone and should take into account the location of scheduled monuments and their setting.

We have identified 9 Archaeological Priority Zones (APZs) covering 679 ha (approximately 23% of the borough) as required in paragraph 15 of PPG16 (CDN11). There are also 7 scheduled monuments within the borough, as identified by the secretary of state, which should be considered.

3.2.6 Setting and views of Conservation Areas

All new development should preserve or enhance the historic character, setting and appearance of buildings or areas of historical or architectural significance. This will generally mean that tall buildings will not be acceptable in conservation areas. The impact of buildings located outside but close to conservation area, on the character of those areas, will have to be considered in relation to any relevant conservation area appraisal.

The borough currently has 40 conservation areas covering 686ha (approximately 23% of the borough). The character of these conservation areas and their settings is varied across the borough. The urban areas of the north of the borough, such as around the Tooley Street conservation areas, provides a setting for the conservation areas which includes more modern commercial

development, or refurbishments of the existing heritage assets, while other conservation areas to the south are more residential and suburban in scale.

The Council has prepared, is reviewing or plan to prepare conservation area appraisals (CDD7 to CDD31) for most of these areas, which are available on the Southwark website for review.

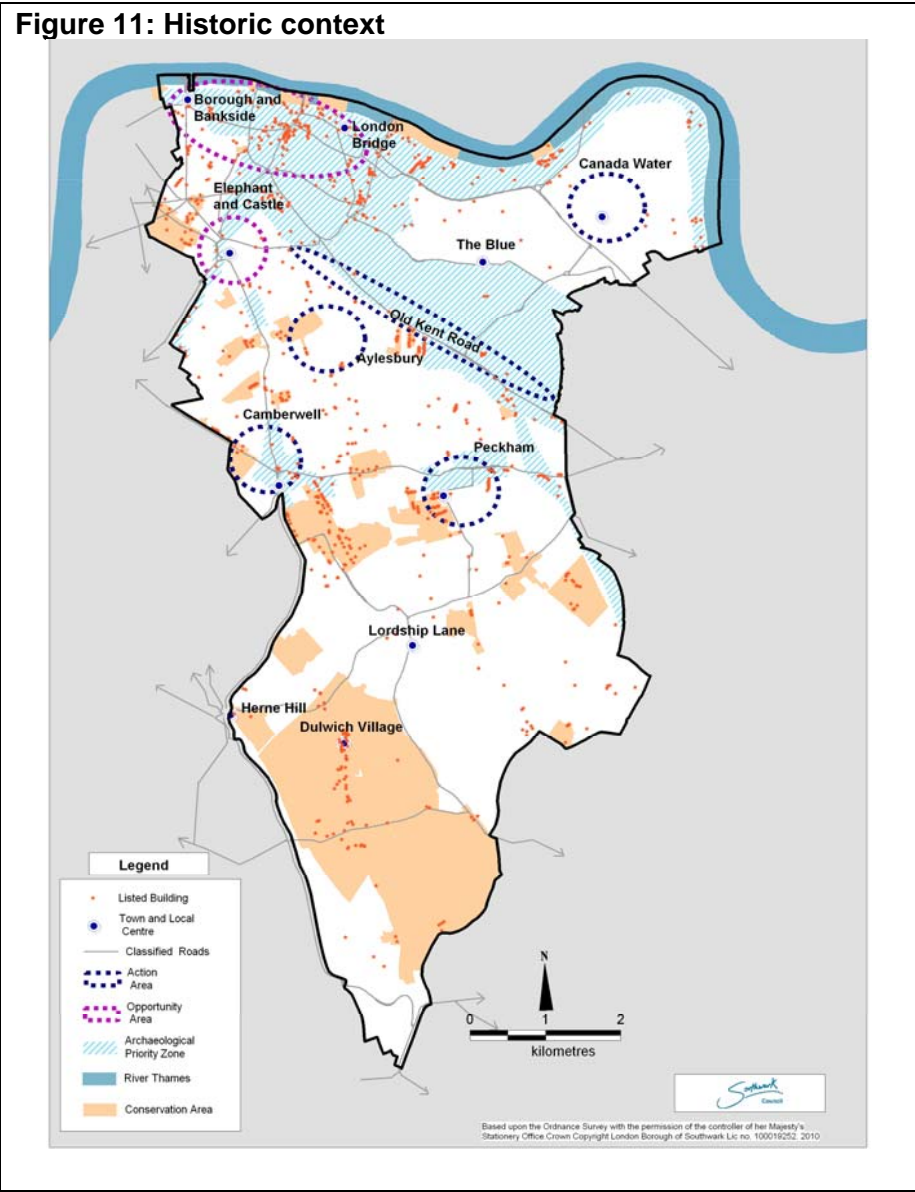
3.2.7 Setting and views of Listed Buildings

New development should consider the setting and views of listed buildings, particularly Grade I, Grade II* and Grade II, listed so as to preserve or enhance the significance of the heritage asset. Conservation area appraisals and character area appraisals may indicate views of and around these buildings which should be considered as part of the area analysis.

There are 869 entries identified on the statutory listings of buildings and structures for the borough, as identified by English Heritage and the secretary of state for their special architectural or historic significance.

Figure 11 shows the Conservation Areas, Archaeological Priority Zones and listed buildings in the borough.

Figure 11: Historic context



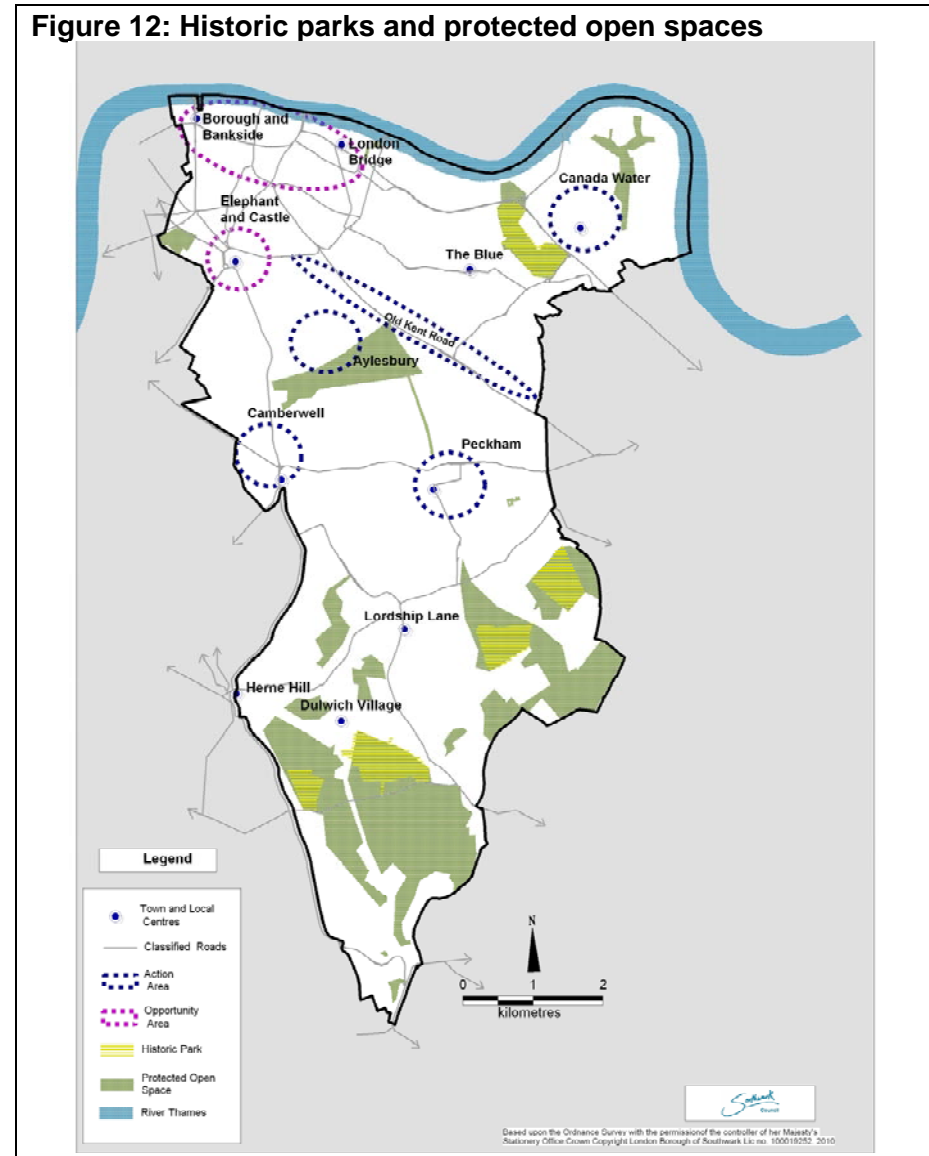
3.2.6 Historic parks and gardens, open space and the river

Tall building development would be sensitive in areas where they might have a negative impact on setting and views of public and protected open spaces, and the River Thames. Development should ensure that they carefully consider their impact on historic parks and gardens to ensure the preservation or enhancement of the significance of the historic assets.

There are five historic parks in the borough as identified by English Heritage. There are a number of protected open spaces in the borough covering around 559 ha (approximately 18% of the borough). More detail on open spaces is provided in Strategic Policy 11 of the Core Strategy.

Figure 12 shows the historic parks and gardens, and protected open spaces in the borough.

Figure 12: Historic parks and protected open spaces



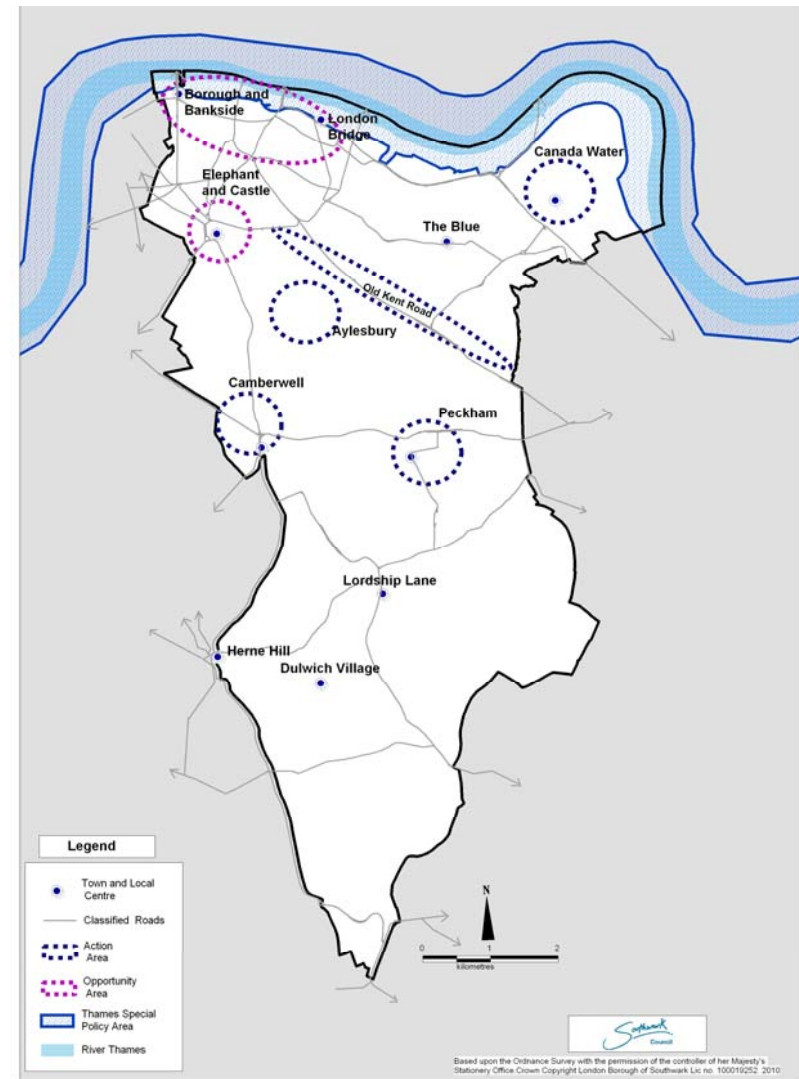
3.2.7 Thames Policy Area

Tall building development could adversely impact on the scale of development along the Thames riverfront. New development located within the Thames Policy Area should consider the existing scale and character of development and respond appropriately.

The Thames Policy Area covers the extent of the riverfront including the Bankside, Borough and London Bridge Opportunity Area and Canada Water Action Area.

Figure 13 shows the Thames Policy Area in the borough

Figure 13: Thames Policy Area



Section 4 : Conclusions

The urban design analysis has provided the following conclusions:

4.1 Areas that would be appropriate for tall buildings

This study has established that tall building development would be more suitable in the following locations:

- Bankside, Borough and London Bridge Opportunity Area
- Elephant and Castle Opportunity Area
- Peckham and Nunhead Action Area core
- Aylesbury Action Area core
- Canada Water Action Area core

These locations are indicated on figure 14 and are the locations indicated on the Core Strategy Key Diagram.

Tall buildings would be suitable in these locations because they meet the considerations reflect those indicated in the Southwark Plan (CDL1) Policy 3.20 and draft replacement London Plan (CDR2) Policy 7.7 which provide considerations that ensure that tall buildings are located in the right place.

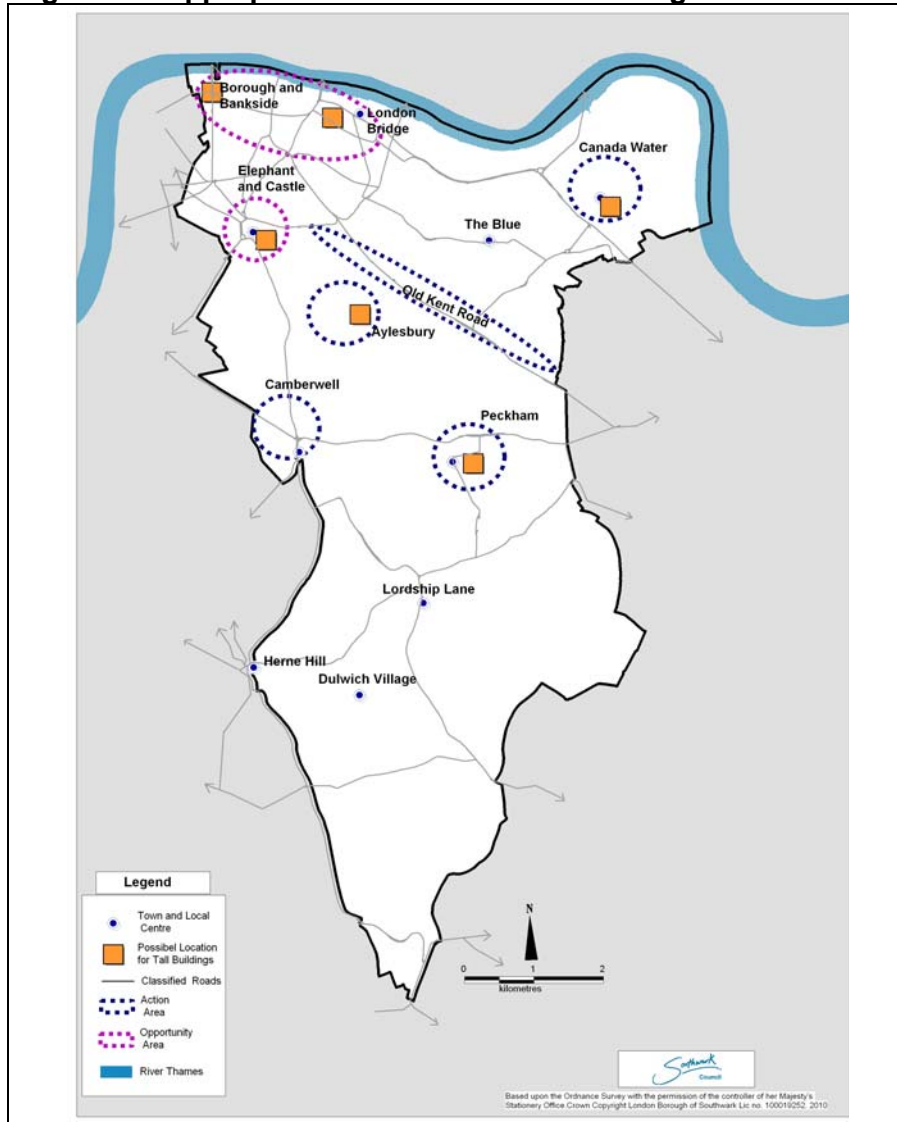
These locations provide the following:

- Within the Central Activity Zone and action area cores where we would expect high density development.
- Proximity to major transport hubs which could cater for a potential increased demand on the transport network due to intense development in the area.
- Which can emphasise a point of civic or visual significance, such as at a gateway, major thoroughfare or junction of major thoroughfares and in town centres.

- An area where there are opportunities for tall buildings can contribute to enhancing the public realm or the improving the permeability of the area.
- Focus for regeneration and activity which would suit new large scale intense development.
- Would be of an appropriate scale and character to the surrounds to ensure that buildings do not dominate or repeat the mistakes of the past.

As the borough-wide study is a strategic study that identifies broad locations that could have tall buildings which based on key strategic considerations. More detailed consideration of these points is explored in the more detailed area-based studies. These studies will also explore the extent to which tall buildings would be appropriate in these areas and provide more detailed consideration to the design requirements of tall buildings or clusters of tall buildings in these locations.

Figure 14: Appropriate locations for tall buildings



4.2 Areas where tall buildings would not be appropriate

Tall buildings would not be appropriate in other areas as they do not meet the above considerations. Generally these areas would be characterised as:

- Not located within the Central Activity Zone or action area cores and where we would not expect high density development.
- Not located close to a major transport hub and the numbers of additional users would create increased pressure on the public transport networks in the area.
- Not at locations which would emphasise a point of civic or visual significance and tall buildings would likely be out of character with the surrounds and would potentially prove overbearing in the area.
- In areas where there is less opportunity for large scale development which could provide a major contribution to enhancing the public realm or the improving the permeability of the area.
- Not a focus for regeneration and activity and likely provide large scale intense development which would not be suitable or possible in these locations and prove to be a negative impact in the area.
- Areas of predominantly low height development, conservation areas or protected open spaces, where tall buildings would be out of context and character with the surrounds and likely dominate or potentially repeat the mistakes of the past.

4.3 Sensitivities for tall building development

The sensitivities for tall building development which could provide constraints for new development include:

- Topography
- Strategic views
- Setting and views of the Tower of London and Palace of Westminster World Heritage Sites
- Important local views
- Thames Policy Area
- Archaeological Priority Zones
- Setting and views of Conservation Areas
- Setting and views of listed buildings
- Setting and views of historic parks and gardens, protected open space and the River Thames
- Local character, scale and height
- Local density

As mentioned in section 2.6 of this document, as this a borough wide study further analysis of specific areas and their local considerations affecting the location and design of tall buildings can be found in area specific policy documents, background research papers, conservation area and character area appraisals.

4.4 Further studies

Further planning documents are being prepared or will be prepared as part of our Local Development Framework which will provide more guidance and detail on tall buildings. Some of the documents which provide additional information include:

- Core Strategy: Bankside, Borough and London Bridge Opportunity Area Tall Building Research Paper (CDD2) identifies the appropriate locations for tall buildings in the opportunity area.
- Draft Bankside, Borough and London Bridge Supplementary Planning Document (CDD3) provides more information about the specific locations where tall buildings are appropriate and the sensitivities for tall buildings within the appropriate locations for tall buildings in the opportunity area. This is supported by Character Area Appraisals (CDD32 to CDD40) which provide analysis of the local character and historic context and a Tall Building Study (CDD3) which provides detailed analysis of the urban design considerations for tall buildings in these locations and includes a views assessment and three dimensional modelling study. We have also developed a set of criteria which will be used to assess tall building proposals in the borough and will be explored in more detail in a Development Management Development Plan document.
- Elephant and Castle Development Framework Supplementary Planning Document (CDSPD10) and Enterprise Quarter Supplementary Planning Document (CDSPD11) provide the strategy for building heights in the area.
- Draft Canada Water Action Area Plan (CDAAP2) provides more information about the appropriate height ranges for development in the action area and appropriate locations for tall buildings. Further studies will provide more detailed information on the sites identified for tall buildings including the

Canada Water Site A Environmental and Design & Access Statements (CDD4) and Benoy Masterplan Concept Proposals (CDD5).

- Aylesbury Action Area Plan (CDAAP1) provides more information about the appropriate height ranges for development in the action area and appropriate locations for landmark tall buildings. A supporting Visual impact assessment (CDD6) provides additional to support the AAP document.
- Draft Peckham and Nunhead Action Area Plan (CDAAP3) which is currently at Issues and Options stage, provides possible locations for tall buildings in the action area. These locations have not been decided and further studies will be undertaken as part of the AAP.
- Conservation Area Appraisals (CDD7 to CDD31) have been prepared, are being reviewed or will be prepared for most of the areas identified and are available on the Southwark website for review.
- Study of residential density within the London Borough of Southwark (CDH18) which identifies and defines density characteristics within the borough.

Appendix 1 : Reference List

- CDN103. Planning Policy Statement 5: Planning and the Historic Environment, Communities and Local Government, March 2010
- CDN25. Guidance on Tall Buildings, CABE & English Heritage, July 2007
- CDR1. The London Plan Spatial Development Strategy for Greater London, Mayor of London, February 2008
- CDR2. The London Plan, Spatial Development Strategy for Greater London, Consultation draft replacement plan, October 2009
- CDR42. London View Management Framework, The London Plan Supplementary Planning Guidance, Mayor of London, July 2007
- CDR13. Draft Revised Supplementary Planning Guidance, London View Management Framework, Mayor of London, May 2009
- CDNB14. Metropolitan Views Draft Supplementary Planning Guidance, City of Westminster, October 2007
- CDR43. Tower of London World Heritage Site Management Plan, Historic Royal Palaces, 2007
- CDR44. Westminster World Heritage Site Management Plan, May 2007
- CDCS1. Core Strategy Submission/Publication Report, Southwark Council, 2009
- CDL1. Southwark Plan, The Framework for all Land Use and Development in Southwark, Southwark Council, February 2006
- CDH18. Study of residential density within the London Borough of Southwark, Southwark Council, January 2005
- CDAAP2. Draft Canada Water Area Action Plan Submission/Publication Report, Southwark Council, January 2010
- CDD4. Canada Water Site A Environmental Statement, Barratt Homes and British Land Canada Quays Limited, August 2009
- CDD5. Canada Water Masterplan concept proposals, Benoy, November 2009
- CDAAP3. Draft Peckham & Nunhead Area Action Plan - Stage 1: Issues & Options Report, Southwark Council, March 2009
- CDAAP1. Aylesbury Area Action Plan, Southwark Council, January 2009
- CDD6. Background paper: Visual impact assessment, Aylesbury Area Action Plan, Southwark Council, May 2009
- CDSPD10. Elephant and Castle Development Framework Supplementary Planning Document, Southwark Council, 2008

- CDSPD11. Elephant and Castle Enterprise Quarter Supplementary Planning Document, Southwark Council, 2008
- CDSPP1. Draft Bankside, Borough and London Bridge Supplementary Planning Document, Southwark Council, 2009
- CDB11. Core Strategy Borough-wide Tall Building Background Paper, Southwark Council, March 2010
- CDD2. Core Strategy Bankside, Borough and London Bridge Opportunity Area : Stage 1 - Tall Building Research Paper, Southwark Council, March 2010
- CDD3. Bankside, Borough and London Bridge : Stage 2 - Tall Buildings Study, Southwark Council, December 2009
- CDD7. Old Barge House Alley Conservation Area Appraisal, Southwark Council
- CDD8. Bankside and Bear Gardens Conservation Area Appraisal, Southwark Council
- CDD9. Union Street Conservation Area Appraisal, Southwark Council
- CDD10. Thrale Street Conservation Area Appraisal, Southwark Council
- CDD11. Borough High Street Conservation Area Appraisal, Southwark Council
- CDD12. Tooley Street – north and south Conservation Area Appraisal, Southwark Council
- CDD13. Bermondsey Street Conservation Area Appraisal, Southwark Council
- CDD14. Kings Bench Conservation Area Appraisal, Southwark Council
- CDD15. St Georges Circus Conservation Area Appraisal, Southwark Council
- CDD16. West Square Conservation Area Appraisal, Southwark Council
- CDD17. Tower Bridge Conservation Area Appraisal, Southwark Council
- CDD18. Trinity Church Square Conservation Area Appraisal, Southwark Council
- CDD19. St. Saviour's Dock Conservation Area Appraisal, Southwark Council
- CDD20. Pullen Estate Conservation Area Appraisal, Southwark Council
- CDD21. Dulwich Village Conservation Area Appraisal, Southwark Council
- CDD22. Sunary Estate Conservation Area Appraisal, Southwark Council
- CDD23. Camberwell Grove Conservation Area Appraisal, Southwark Council
- CDD24. Camberwell Green Conservation Area Appraisal, Southwark Council

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| CDD24. | Camberwell Green Conservation Area Appraisal, Southwark Council | CDD36. | Borough Market, Clink Street and Southwark Cathedral Character Area Appraisal, Southwark Council |
| CDD25. | The Gardens Conservation Area Appraisal, Southwark Council | CDD37. | Borough High Street Character Area Appraisal, Southwark Council |
| CDD26. | Holly Grove Conservation Area Appraisal, Southwark Council | CDD38. | London Bridge and Guy's Hospital Campus Character Area Appraisal, Southwark Council |
| CDD27. | Nunhead Cemetery Conservation Area Appraisal, Southwark Council | CDD39. | Tooley Street Character Area Appraisal, Southwark Council |
| CDD28. | Sceaux Gardens Conservation Area Appraisal, Southwark Council | CDD40. | Bermondsey Village Character Area Appraisal, Southwark Council |
| CDD29. | Stradella Road Conservation Area Appraisal, Southwark Council | | |
| CDD30. | Thorburn Street Conservation Area Appraisal, Southwark Council | | |
| CDD31. | Caroline Gardens Conservation Area Appraisal, Southwark Council | | |
| CDD32. | Blackfriars Road Character Area Appraisal, Southwark Council | | |
| CDD33. | North of Southwark Street Character Area Appraisal, Southwark Council | | |
| CDD34. | South of Southwark Street, Southwark Council | | |
| CDD35. | South of Union Street Character Area Appraisal, Southwark Council | | |